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ABSTRACT

This document contains Part I of a transcript of a broadcast from "Options in Education", an electronic weekly magazine covering news, features, policy and people in the field of education. Compensatory education is disussed by : government personnel (e.g. a congressional aide; a school superintendent); education personnel (e.g., an educational psychologist, a teacher); and parents active in school affairs. (Author/AM)

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INSTITUTE FOR EDUCATIONAL LEADERSHIP
THE GEORGE WASHINGTON UNIVERSITY

COMPENSATORY EDUCATION

PART I

PROGRAM #56 DECEMBER 6, 1976

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The Executive Producer is John Merrow. The Acting Producer is JoEllyn Rackleff, and the Co-Host is Wendy Blair.

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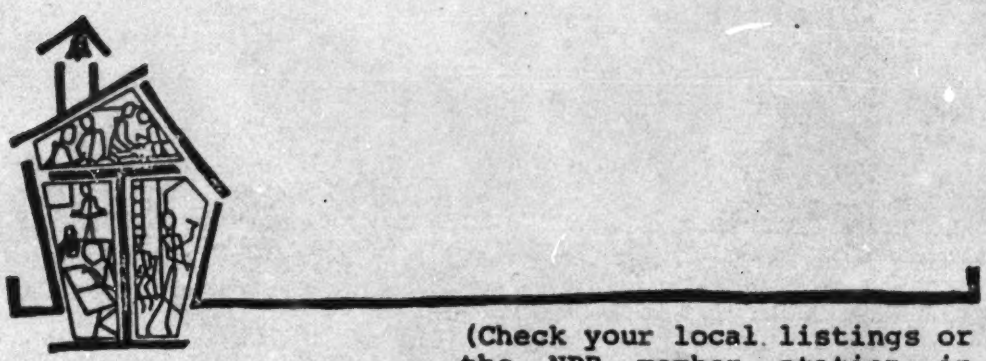

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COMPENSATORY EDUCATION

PART I

(OPENING: Pledge of Allegiance)

STEVIE WONDER: "First man to die
For the flag we now hold high
Was a black man ...

The ground where we stand
With the flag held in our hand
Was first the redman's ...

Guide of a ship
On the first Columbus trip
Was a brown man ...

The railroads for trains
Came on tracking that was laid
By the yellow man ...

We pledge allegiance
All our lives
To the magic colors
Red, blue and white
But we all must be given
The liberty that we defend
For with justice not for all men
History will repeat again
It's time we learned
This World Was Made For All Men ..."

("Black Man", sung by Stevie Wonder
ALBUM: SONGS FROM THE KEY OF LIFE)

PROCTOR: They're cutting off funds now. They're acting as though they were doing too much for the disadvantaged, and now it's time to stop.

MERROW: I'm John Merrow.

BLAIR: And I'm Wendy Blair. And the voice you heard was that of Dr. Samuel Proctor of Rutgers University. The funds he's worried about are funds for the education of disadvantaged children.

MERROW: "Compensatory Education" is a concept historically rooted in the "Great Society" dream of the 1960's. "Comp-ed", simply stated, means special help for disadvantaged children so they can catch up in school.

BLAIR: But compensatory education is under close scrutiny now, and people want to know if the billions of dollars the federal government has spent on poor students in the last ten years has done any good.

"My real sense of it is that that's been 'utopic', and has involved a lot of liberals -- liberal thinking in the sixties -- that this will change society ..."

LEE: "If a kid was hungry, he damn well wasn't gonna pay much attention to a morning class! So, to that extent, it wasn't purely educational ..."

WILSON: "Only the boys and girls who -- what they call 'educational deprived' -- receive the funds, and they have to be something like two or more grade levels behind in reading and math ..."

TIMPANE: "Do these well-implemented programs -- do they actually work? The answer is 'somewhat' ..."

MERROW: Those are some of the people you'll be meeting later in the program.

THREE DOG NIGHT: "The ink is black
The page is white
Together we learn to read and write ...

A child is black
A child is white
The whole world looks upon the site
A beautiful sight ..."

("Black and White", sung by Three Dog Night
ALBUM: JOY TO THE WORLD)

BLAIR: When compensatory education was first conceived, it was part of President Kennedy's dream to break the poverty cycle through education.

MERROW: Then in 1965, as part of President Lyndon Johnson's "War on Poverty", the Congress passed the Elementary and Secondary Education Act. Title 1 of that act targets federal money for educationally deprived children.

BLAIR: Title 1 is the biggest comp-ed program. So far, the federal government has spent seventeen billion dollars on it.

MERROW: Is this a fair metaphor for what's happening -- or the goal of Title 1 and other compensatory programs? That is, it is to get everybody up to the starting line in the race to achieve the American Dream -- to get everybody up there so that they have an equal shot when the gun is fired -- it doesn't guarantee everybody the same outcome, but the idea is that no one will start the race with handicaps.

TIMPANE: Yea -- that's a pretty good way to look at it.

MERROW: I talked about the goals of Title 1 with Mike Timpane, an educational researcher with the Rand Corporation in Washington.

MIKE TIMPANE

TIMPANE: There are some rich people, there are some poor people -- there are some people who have successful adult lives, and some who don't; think of all of the characteristics of adulthood that we value. And you'd like to say that when you looked back at any large set of adults -- that circumstances of early poverty would not predict where they would come out on this scale -- in other words, that we wouldn't be passing on economic problems, we wouldn't be passing on social problems from one generation to the next. Trying to take federal money and push it down through the educational system and have something come out the other end is like, you know, pushing a piece of wet spaghetti. It's very difficult to maintain a sense of direction and to be sure that the motion at the end is equivalent to the motion at the beginning, so that's -- the first notion to get in mind is that you're not -- it takes a long time and a lot of intermediate factors before you can be sure you're talking about the effectiveness of compensatory education as a way to improve the performance of poor children. Do these programs -- which are actually extra -- do they actually work? The answer emerging -- and it's just an emerging answer -- the answer is "somewhat".

MERROW: What's that mean?

TIMPANE: Well, let me try and explain this. Poor children come to school behind their more well-to-do contemporaries -- and every year they're in school, they fall farther behind. So the notion of it is -- the way it shows up on a graph is as a fan spread -- that every year the gap is wider between the poor child and the more well-to-do child The effectiveness that is being demonstrated for these well-implemented programs is essentially an ability to keep that gap from increasing.

MERROW: The gap remains, but it just doesn't get any bigger?

TIMPANE: That's right -- or it doesn't get as big as it otherwise would have. So we are succeeding in improving the performance of poor children over what their performance would have been predicted to have been if they didn't have compensatory education. We have not succeeded in bringing their performance up to the performance of middle-class children.

MERROW: You're saying, though, that if you can see that the money gets where it's supposed to go -- and if it's possible to see that there is a program which is worked out at the local level by school people and by parents, then it's possible for a program to be designed which will prevent the performance gap between poor and well-to-do children from getting bigger than it ordinarily would have. It's still not gonna bring them up to the same level -- is that what you're saying?

TIMPANE: That is correct.

BLAIR: Michael Timpane of the Rand Corporation in Washington. A big part of the debate about giving money to schools to compensate children for their disadvantaged backgrounds can be stated simply. Is it fair to ask our schools to make up for disadvantages they didn't bring about? A lot of people are questioning the goals of compensatory education -- and the arena for that questioning is the Congress. Title 1 comes up for re-authorization next year.

MERROW: In 1965, when the first Title 1 program passed, hardly any federal aid to education existed. Most people didn't want the federal government involved in the schools.

BLAIR: Charles Lee was a key staff aid to the late Senator Wayne Morse of Oregon -- a supporter of the Federal Elementary and Secondary Education Act. Lee is now director of the Committee for Full Funding of Education, a Washington lobby.

MERROW: Can you re-create what is was like in 1965? What was the Senate trying to do -- what was the House trying to do when it passed the Elementary and Secondary Education Act?

CHARLES LEE

LEE: It wanted to do about several different things -- some of them somewhat incompatible -- but -- there had been a thrust for a long time for a general Federal Aid Bill. At the same time, one of the legacies of the Kennedy period that Johnson was determined to fulfill was the commitment to the poverty program.

MERROW: Let me interrupt -- because it sounds as if the Congress, at least some elements of the Congress, were trying to pass a general Aid to Education bill -- but dressing it up in the language of compensatory education; that is, distributing the money on the basis of number of poor children -- but actually spending the money on kids who weren't doing well in school.

LEE: That in part, I think, is an accurate summary. Certainly the point was made over and over again, that one of the problems that we were going to be facing -- the testimony showed it -- that it was not

only the school programs, educationally, were important -- but as a prerequisite in many cases, it was necessary to have school breakfasts, you had to provide clothing, you had to provide medical attention. Now, obviously, if a kid was hungry, he damn well wasn't gonna pay much attention to a morning class! So we had all of these poverty-related syndrome effects -- also, well-to-do -- so, to that extent it wasn't purely educational; it was in a part the welfare relief.

MERROW: It's really necessary to remember Michael Harrington's book, The Other America, and that whole consciousness -- to growing awareness of the fact that there were an awful lot of poor people in America, and that this legislation, then, is somehow designed to intervene the lives of those kids and break what was called the "cycle of poverty".

LEE: The key point was that -- and this was made over and over by Senators in discussion in the mock-up sessions -- they did not want to put a brand on a child for these services; they wanted these services to be in the schools for everyone who needed the services. Now, under the very nature of things, who would be most likely to receive the services? Of course, it would be the children from poor parents who did not have the kinds of advantages that a middle-class child would have in terms of language abilities, the enrichment from the home environment and all that sort of thing -- so that it was a way of welding together disparate concepts in order to make something work. Also, there was the political factor that you have to have -- noting that the Senate represents geography and the House represents population; you had to have a kind of a formula which would provide money to the states in a way that would pass the Senate. (chuckling)

BLAIR: Charles Lee, Washington lobbyist for full federal funding for education. The chuckling was about the compromise and rangling it took to get the House and Senate to pass the Elementary and Secondary Education Act. A burning issue of the day was keeping the federal government out of education.

MERROW: Oddly enough, one reason that was such a "hot topic" was concern over the separation of church and state. Many Congressmen and Senators felt that a precedent might be set -- federal aid to parochial schools -- and that might endanger the first amendment.

BLAIR: The Supreme Court, however, ruled that money could follow a poor student to a parochial school without the school benefiting -- just the child.

MERROW: But after all those Congressional compromises, Title 1 ran into trouble once it went into effect. Widespread abuses occurred -- including school districts using Title 1 money for everything from fences to swimming pools.

BLAIR: Now the law has been modified to include lots of parental participation in local planning for the use of Title 1 funds for their children's education.

MERROW: Let's go back to 1965 for a few minutes -- to the days when federal aid to education was a "bugaboo". Here's more from Charles Lee, former aid to Oregon's late Senator, Wayne Morse.

MERROW: Charlie, I've read some of the debate on this bill and other education bills -- and the issue that comes up again and again is the question of federal control of education; I mean, it's almost as pervasive as the "red scare" from earlier years -- how important a factor was that in opposition to the Elementary and Secondary Education Act?

LEE: Well, we took care of it by importing into the act -- and I think it's still there -- the strongest anti-federal control language

that a former, quite conservative Senator from Ohio -- Mr. Taft -- had written, and Morse's boast on the floor of the Senate is that if any Senator could provide him with stronger language, he'd happily adopt it!

MERROW: Now, let me step back a minute here. The original notion was that the Elementary and Secondary Education Act would be funded so that a certain amount of money -- enough money and enough services -- would get to every kid in the country who was not doing well in school. It's never worked out that way -- Title 1 has never been funded anywhere near its authorization -- maybe about a third, maybe a little higher now, but it's always been severely under-funded. Now, that must have had some implications for the people who have to carry out the intentions of Congress. Congress said, "Help every educationally deprived child", but didn't provide enough money to do it -- so what did the Executive Branch do?

LEE: Well, they had some research that indicated they had to spend about three hundred dollars a child in order for the results to stick and be meaningful. And at that time, they were getting about two hundred and seventy-five dollars a child or two hundred and fifteen dollars a child, depending on which year -- so their tendency, of course, was to concentrate as much as they could into the few schools, so they could give services that would be beneficial and lasting.

MERROW: Would this mean -- no money for those kids over there, but more money for those kids over there.

LEE: More money for this school rather than that school -- which cut back on the number of schools through which the services could flow. It probably would have been a poorer educational judgement, but a wiser political judgement to have spread the Title 1 money much more broadly to involve many more people in the community directly through their children in the program in order -- then, that they could convey back to the Congress the need for providing more money for it.

MERROW: That's called "building a political base".

LEE: Well, it -- I think it's a valid point, and I think this is one of the reasons why we haven't been able to get to the authorization level in that we haven't been able to involve enough communities and enough parents and teachers -- and superintendents -- in writing to the Congress on it.

MERROW: Let's talk a little bit about that notion of involving parents, and involving people in Title 1. That's something that's been growing in eleven years, now, that the Act has been law. Parent involvement -- was that the original intention of Senator Morse, and the other people who crafted this legislation?

LEE: It wasn't in the original bill -- there were parallel legislation going through in the poverty area, which had started the Community Action projects, and in the first series of amendments to the Act -- this concept was sought to be incorporated in Title 1, and it was after a fact -- to a degree, but not nearly to the degree that proponents would have liked to have seen it in.

MERROW: So you're saying parental involvement was something that came to ESEA because of all the poverty program, and that was a very, very important part of the milieu of 1965, and ...

LEE: And if I recall the compromise on the first batch of amendments, it involved the consultation with the parents, but it very carefully did not give any parental advisory group a veto power for the program.

MERROW: Why is it that the parent -- parental participation -- seems.

to be growing stronger every year? Is the poverty lobby, so to speak, is that just getting stronger and stronger?

LEE: No, I think probably what's happened is that people that experiment with new devices and find that they work moderately well, and there aren't all the bugaboos they feared, are more comfortable with it.

BLAIR: Charles Lee, former Senate staff aid, now director of the Committee for Full Funding of Education programs, a Washington lobby.

STEVIE WONDER: "Your name is big brother
You say that you got me all in your notebook,
Writing it down every day,
Your name is I'll see ya,
I'll change if you vote me in as the Pres,
The President of your soul
I live in the ghetto,
You just come to visit me 'round election time ..."

("Big Brother", sung by Stevie Wonder
ALBUM: TALKING BOOK)

MERROW: I went to a conference of Title 1 parents in New Orleans recently, and talked to Hattie B. Wilson and Nancy M. Andrews about their involvement in parent advisory councils, or PAC's.

HATTIE B. WILSON & NANCY M. ANDREWS

WILSON: We have a great participation, and in Title 1, we have dental service for the boys and girls, we have a nurse who comes around, and she checks out the boys and girls -- and if they need eyeglasses, we can provide eyeglasses for the boys and girls ...

MERROW: A "Title 1" school doesn't mean that all the kids in that school are in fact getting the Title 1 services.

WILSON: No. I would like to say this. Only the boys and girls who -- what they call "educationally deprived" -- receive the funds, and they have to be something like two or more grade levels behind in reading and math. OK, the kids are in these classrooms for approximately thirty minutes. They get an extra dose of math and reading, and that's the key thing to Title 1; it gives you an extra dose of what you need.

MERROW: Do you ever worry that the kids who are getting the Title 1 services -- the extra reading, the extra math, the dental help, the visits from a nurse -- that they're somehow being branded; they're being singled out as being "Title 1 kids" -- you look like you want to answer that.

ANDREWS: Well, now -- it all depends on, well, you know -- there are different situations; no two situations are exactly alike. Yes, I have seen students who -- in a classroom -- who are Title 1 students, and there are peer groups -- whenever they get on the playground, and they want to make a good lash, they'll say, "Hey, look -- you're Title 1 -- don't say anything to me!", you know, but in many cases -- well, not so much as the kid -- but the parent feels that "my child is being branded", that you are counting him something that's different from the rest of the kids -- but this is where we come in -- in the Information Committee ..-

MERROW: I want to ask you a "chicken and egg" question. Were you vocal parents who became PAC members, or are you PAC members who've become vocal because of this PAC process?

ANDREWS: Well, I have always been told that I was vocal. Once you got

me to speak!

MERROW: Let's ask the same chicken and egg question to Hattie B. Wilson.

WILSON: Well, personally, I would say "vocal" is what got me into all the mess that I'm in! (Laughter) You know, and usually I stamp myself; you know, for instance like I went to a meeting once, and I was voicing my opinion -- the next thing I knew, they elected me President, you know? So I say I haven't learned yet! And I guess when I walk into a meeting, they know I have something to say.

MERROW: I'll bet the school administrators shudder when they see the two of you come walking in to the meeting. Nancy M. Andrews and Hattie B. Wilson -- two PAC members from Shreveport, Louisiana.

BLAIR: Those parents' emphasis on eyeglasses and hearing tests may surprise you -- but things like that have always been a big part of compensatory education.

MERROW: The whole idea grows out of that anti-poverty crusade, when liberals saw schools as a logical place to intervene in the lives of poor children.

BLAIR: Whether this has improved the lives of the poor in America is arguable, but Title 1 has helped change the way schools are run because of its stress on bringing in parents like Mrs. Wilson and Mrs. Andrews. We'll have much more on parental participation later in the program.

MERROW: Money has always been the biggest issue -- who gets it, how to get more, and who controls it once it's there. Dr. Samuel Proctor of Rutgers University spoke to educators at a recent conference in Denver on reforming schools.

DR. SAMUEL PROCTOR

PROCTOR: Howard Hughes died the other day with two and a half billion dollars -- all of that money -- and they found a note among his possessions in which he said, "If you ask me what I think about the colored, I'll tell you right now ..." -- a billionaire -- he said, "they've made enough progress already to last another hundred years." What makes a man say things like that? How could he say, "they've made enough progress to last them for the next hundred ..." Out of what motivation does that come? They don't teach that in the Episcopal Church. They don't teach that in colleges. What rascality -- what evil thing possesses the mind -- and today, some people speak it with great dignity -- "Well, Sam, I think really these programs have been given a fair chance to work!" Does he know what two hundred and fifty years of slavery amount to, and a hundred years of rank and open discrimination -- does he know? How does he know, then, enough has happened? We need to clarify the issue of justice in our thinking. A little black boy hears somebody talking about cutting off funds because we can't afford Title 1 and Title 4 and Title this and Title that -- all the money's run out -- then, he opens up the newspaper and sees that Barbara Walters had been given a million dollars a year to talk about what other people do. The New York Times this morning said that the President of IT&T gets seven hundred and seventy-five thousand dollars a year. God in heaven only knows what Tom Siever is getting and Catfish Hunter. You see, a society that says, "we don't have any more money for teaching reading to those who are delinquent in that" -- a society that says, "we've got to cut out hot lunches for poor kids, now; we've got to cut it out -- money's running short" -- a society that says, "we don't have any money for special", you know, "remedial work, or any kind of special library services; we've got to cut out counselors because the money is short ..." Then the kids sit down and

read this in the newspaper, and they say to themselves -- "the whole thing is screwed up!" "It ain't worth being decent -- joining up with a corrupt set of institutions like this!" Then they go out and beat somebody in the head. Then they go try a little cocaine and a little heroine because they have come to the point of futility. Our value system has gotten through to them, and they say, "the whole thing isn't worth it!"

BLAIR: It's fitting that Dr. Samuel Proctor's style should be like Dr. Martin Luther King Junior's style. The Civil Rights Movement spawned the ideas that led to federal aid for the education of disadvantaged children. During the Nixon years, compensatory education programs didn't fare too well -- pretty much "no-growth".

MERROW: But now, with the arrival of a Democratic President, some people hope for more federal aid to education. There's more to the money question than "Who's in the White House?", however. The political process that produced the Elementary and Secondary Education Act relies on compromise. Every legislator has a keen interest in seeing that his or her district gets its share.

BLAIR: The result is a complex forumla for allocating federal dollars.

MERROW: It's called the "Two-thirds Orshansky Formula", and I asked several parents at the Title 1 Conference if they knew how money is distributed.

1st PARENT: "Hmm ... ha ha ha ..."

2nd PARENT: "I believe it's based on income."

3rd PARENT: "They decide this by taking a census in the school, and seeing where these kids are in their learning -- statewide and national wide."

MERROW: Is it on the basis of how the kids do on test scores, and that sort of thing -- or on the basis of their parent's income?

4th PARENT: "The test scores."

5th PARENT: "How does the federal government decide what's coming in to us? We do an application blank -- a proposal. All right ... and you apply to the state."

MERROW: But the state doesn't decide how much money it's gonna get -- the federal government decides -- and my question is on what basis?

5th PARENT: "The federal government decides what the total amount of monies is going to be available for these programs."

MERROW: How?

5th PARENT: "I don't know -- I'm not there, I'm here!"

BLAIR: Most of the parents were understandably confused about the formula for distributing funds -- it was based more on politics than logic.

MERROW: Christopher Cross, educational analyst for the House Education and Labor Committee, ought to be able to explain it -- he helped work it out.

CHRISTOPHER CROSS

CROSS: You take the number of children in a county, you determine how many children in a county, and then aggregate that to a state, below the level of four thousand dollars as collected by the 1970 census. You then add to that number two-thirds of the current number of children who are on the AFDC Program, or the welfare program, who are receiving payments above the current federal level of poverty -- and that is, currently, about fifty-five hundred dollars a year. So you would then add those two numbers together -- plus some other numbers accounting for the handicapped students in a state in state institutions, the migrant students and the neglected and delinquent students. Now, add those together -- you then pay the state at a rate of forty percent of its average per-pupil expenditure with a floor of eighty percent of the national level and a ceiling of a hundred and twenty percent of the national level, and then pro-rate that down to the actual appropriation.

MERROW: I now understand why no one was able to explain it.

CROSS: It is fairly complicated, but it is one of those things -- that there are so many factors to be considered that you just can't come away with a very simple formula, like the number of children in a state.

MERROW: Why not? Why can't you simplify it? I mean, you've got great minds up here on Capitol Hill -- why can't you make things easier?

CROSS: Well, let's take an example. Minnesota has the highest literacy rate of any state in the country. Mississippi, to pick two states whose names begin with "M", has one of the lower ones. You would find, I think, that the number of children in those two states who need extra compensatory services -- is far greater than the actual number of the children in the states might indicate, although those states probably are not too far different in population. See New York City -- you would have a greater number of children, because of the concentration of, particularly, poor -- particularly, of immigrants, who have not had the opportunity for exposure to a formal educational system in this country for any length of time -- whose proficiency is not as great, and to just take and give New York City a number -- based on the number of children in that city -- would probably be a far less than satisfactory figure compared to what their actual need would be.

MERROW: Chris Cross, who is Senior Educational Consultant -- the Republican side -- in the House Committee on Education and Labor.

BLAIR: Let me try, John, to explain it. The federal government counts the poor children in order to determine how much Title 1 money a state is eligible for. Once the state has the money, the law says that the money must be spent on children who do poorly in school -- not necessarily on poor children.

MERROW: That's right. And not only do people say that the way the money is distributed is a little wierd -- they say there is never enough of it. Usually the bill is authorized at a much higher level than the level at which Congress actually funds it.

BLAIR: The Congressional Appropriations Committees have usually provided between one-third and one-half of the full price tag for comp-ed.

MERROW: And there's a continuing struggle about the formula which determines who gets how much. In 1974, Congress changed the formula with the result that cities got less money, and rural and suburban areas got more. That year, 1974, Congressional committees considered over two hundred different formulas before finally settling on the two-thirds

Orshansky formula. Bill Blackton has this report on the status of comp-ed in southern California.

BILL BLACKTON

BLACKTON: The Los Angeles city schools plan to spend about sixty million dollars on compensatory education next year, but only about half that money is provided under Title 1. The rest comes from state educational programs, the largest of which is called Education for Disadvantaged Youth -- or EDY. EDY money, which is spent for the same purpose as Title 1 funds, was first allocated in the 1973-1974 school year. So, when the formula for allocating Title 1 funds was changed in 1974 to favor rural areas, Los Angeles -- and other California cities -- didn't suffer quite as much. The new Title 1 formula reduced the allocation for Los Angeles from twenty-nine to twenty-six million dollars in 1974. In that same year, L.A. got twenty-five and a half million dollars in state funds. This, according to Shizuko Akasaki, the Los Angeles assistant superintendent for compensatory programs.

SHIZUKO AKASAKI

AKASAKI: One of the things that we constantly face is that as we are going into about the eleventh year of our program now, close to eighty-nine or ninety percent of our funds are used in salaries -- teachers who are working as reading specialists, math specialists, etc. Salaries go up and positions are already set, but the same number of positions cannot be bought with the same number of dollars.

BLACKTON: Do you think that some teachers or some personnel will have to be laid off or reduced in time or salary?

AKASAKI: That's a reality. I'm sure that's gonna have to happen.

BLACKTON: Two compensatory programs will be completely eliminated next year -- pre-kindergarten and outdoor education, where fifth grade kids from different cultural backgrounds are taken to camp. Two hundred five elementary schools in the Los Angeles district are qualified for Title 1 money, and only one hundred fifty-five receive any. I asked Miss Akasaki why the money couldn't be spread more thinly to cover more students.

AKASAKI: The reason why it's only a hundred and fifty-five is after the schools are ranked and identified -- which are the highest concentrations of identified youngsters -- there is a guideline -- program guideline -- of a minimum of three hundred and fifty dollars per child, and a maximum of five hundred and fifty. So, when you say schools 1 to 155 have 'x' number of pupils, and you take 350 as a minimum, the money just ends at a certain point.

BLACTON: The $350.00 per student minimum was set after the federal government complained it couldn't see the results of the money it was spending. Los Angeles now spends an average of $428.00 a year per disadvantaged student for compensatory education. For National Public Radio, I am Bill Blackton in Los Angeles.

MERROW: For several years now, the state of California and the federal government have been at odds over their differing approaches to compensatory education. Washington requires that the Title 1 money be spent only on the designated children.

BLAIR: California State Superintendent of Schools, Wilson Ryles, believes the money ought to be spent on everyone in the classroom. Ryles feels that determining who needs Title 1 money is costly and complicated, and thinks that the money should improve the whole school.

MERROW: Earlier this year, the U.S. Office of Education withheld California's Title 1 appropriation for several months until Superintendent Ryles promised to follow Washington's rules.

BLAIR: California lost that battle -- but may win the war. Its program is much admired, and many educators say that trying to spend federal money only on Title 1 children causes disruption and red tape.

MERROW: Title 1 of the Elementary and Secondary Education Act of 1965 was only the beginning of federally supported compensatory education programs. Since then, Congress has passed several other programs to compensate for disadvantages, including bi-lingual education, Indian education, education for the handicapped and "Headstart". The latter is supposed to give the children just that -- a head start by enrolling them in pre-school programs with an academic emphasis.

BLAIR: Lloyd Gite reports on one Headstart program in Dallas, Texas.

LLOYD GITE

GITE: The Dallas Headstart program serves 560 kids from the ages of three to five. Eighty-five percent of those participating in the Dallas Headstart program are black; 14% are Mexican-American, while the remaining percentage includes whites and Indian-Americans. The program has a budget of over one million dollars, with 80% of those monies coming from the federal government. The question nationwide seems to be, "Is Headstart working?" Some say yes -- some say it's too soon to tell; while others say not enough money is being funneled into the program for disadvantaged kids. Mrs. Wanda Smith, the director of the Dallas Headstart program, says the program is accomplishing its goals.

MRS. WANDA SMITH

SMITH: We don't believe in IQ testing. We do have skill sheets that, when a child first comes in to the Headstart program, he's evaluated per that skill sheet; then after he's in the program for several months, or two to three months -- the evaluation is a continuous, on-going thing. We also feel that he's making progress when we have our health evaluations as well as our psychological evaluations. These things are continuous, and we can see their progress after that initial examination is given.

GITE: Do you think enough money is being put into the Headstart program, or is the surface barely being scratched?

SMITH: The surface here in Dallas is barely being scratched. We service 560 children -- that's not even a third of the population that needs to be served.

GITE: It's not easy to determine if the Dallas Headstart program is successful. Once a kid leaves a Headstart Center for a public school, his or her activities are not carefully monitored -- thereby making it difficult to determine if the student is better able to compete against other kids. I went to several public schools, where former Headstart students are enrolled. The teachers of those students had varied opinions on the performance level of their former Headstarters.

1st TEACHER: "He is better and more ready for school. He already knew basic concepts ..."

2nd TEACHER: "It does help them to recognize some of the letters and numerals when they come to school ..."

3rd TEACHER: "Both of them are better able to express themselves. Their vocabulary is better. Academically, she does an

average job. I feel like Headstart is a good thing; I feel like it has helped her ... seemed to know letters."

4th TEACHER: "And he cannot adjust to a group-type situation, and that he's not on level, and he does show some strong points in things like rhyme ... he is my behavior problem."

5th TEACHER: "When she came to school, maybe she didn't know everything, but she has picked it up really fast. She's caught on to the reading real quickly, you know, scores real high on all of our tests that we have at the end of each unit."

6th TEACHER: "He did not function at the level that I thought ..."

GITE: Some say that an extensive follow-up plan will have to be developed before it can be determined just how effective the Dallas Headstart program really is, and that might take years. But in the mean time, it seems that the Dallas Headstart program is providing some much-needed services for a great number of little people.

BLAIR: Lloyd Gite of Station KERA, reporting on Headstart in Dallas, Texas.

STEVIE WONDER: "Would you like to go with me
Down my dead-end street?
Would you like to come with me
To Village Ghetto Land?

See the people lock their doors
While robbers laugh and steal
Beggars watch and eat their meals --
From garbage cans ..."

("Village Ghetto Land", sung by Stevie Wonder
ALBUM: SONGS FROM THE KEY OF LIFE)

TITLE 1 PARENT: "I have three children, and as a parent, I think it's my duty to get involved into everything that's concerning not only my children -- but other children; to make things better. And that's not the one way you can do -- that's why I've been vocal, you know, go there -- if you know something is not right, voice your opinion. All they can tell you to do is shut-up."

MERROW: We've already met a number of Title 1 parents; in fact, there's a National Coalition of Title 1 Parents. And the regulations governing Title 1 require parent training, as well as participation. This year, Title 1 money can be used to pay for training parents.

BLAIR: Who knows? When the histories are written, it may be that parent participation was the major contribution of ESEA. It's bringing about something of a revolution.

MERROW: But not everyone likes parents in schools, or helping plan school programs. Albert Shanker, President of the American Federation of Teachers -- a teacher union -- feels parents should play a minor role. He talked with reporter Marti Griffin.

ALBERT SHANKER

SHANKER: Well, to some extent, certainly parents ought to know what's

going on in school; they ought to, at home, follow in terms of the activities, they cought to be aware of problems within the school -- they ought to be in all that -- but I would not extend parental participation to that of really running or controlling schools. I don't think most parents want to, I don't think they're able to, I think that's what they're paying people -- they're electing officials, and they're paying others to do it -- but I think they need information, they need access, and also they ought to have due process procedures so that where injury is done, they should have some effective avenue of getting the help and the redress that they need.

BLAIR: Albert Shanker, President of the American Federation of Teachers, talking with reporter Marti Griffin. On the other hand, the argument goes, middle-class parents do get involved; they do know how to make their views known to the school people, and schools are pretty much middle-class institutions anyway.

MERROW: That leaves the poor out. One who feels that the poor need to get organized and into the schools is New York educational psychologist Bernard Mackler. He talked with reporter David Selvin.

BERNARD MACKLER

MACKLER: If the well-to-do can do it -- by wealth, a cloud of wealth -- poor people can do it by a cloud of numbers. And they can have both interest groups out there vying for how much money is gonna be spent. They want more money spent for both groups -- rich with their tax shelters, poor with their shelters for more education. Fine. There'll be a different kind of mix. What I've seen in the past is the poorer people have not known how to lobby. Poor people want more of this? They're gonna have to learn how to organize and lobby.

MERROW: Bernard Mackler, a New York City psychologist. In fact, parents have learned -- and they're still learning. That New Orleans conference I attended was set up to teach members of parent advisory councils how to play a bigger role in the development of Title 1 plans. Those plans begin at the local level, and work their way up through the county and the state, and finally to Washington.

BLAIR: Some parent advisory groups merely get to sign the document after the planning has been done by the administrators. Other PAC's get in on the action from the start. John talked with a number of Title 1 parents about the power of their P.A.C.

1st PARENT: "Well, any authority that we try to have, they just knock it out of us, you know? What can I say? There's none there."

2nd PARENT: "It seems like you have to get either a little bull-headed, or start screaming before somebody really takes notice of what you want to look in to ..."

3rd PARENT: "They not only feel they don't have to listen to us the way the rules and regulations are written; now they don't have to listen to us. We're an advisory council. We have no power to change the rules or do anything, really.

MERROW: Why should you?

3rd PARENT: Because I have three children, and I'm raising my three children -- and I want them to have a good education.

MERROW: What will happen when push, as they say, comes to shove? You're saying you're entitled to that information

about how all Title 1 monies are being spent.

3rd PARENT: Right. We have the right to the information if they even buy a postage stamp; we have a right to know this.

4th PARENT: "In this type of program, parents are so bogged down with the worries of putting a roof over their head and food in their children's mouth, they don't have time to be fighting with administration. There are a few of us who do ..."

5th PARENT: "The national coalition -- that's the whole thing. Getting parents educated so that they know what their rights are."

MERROW: Parental involvement must be a mixed blessing at best for a school administrator.

6th PARENT: It's a very mixed blessing -- but they don't see the blessing part of it. They only see the mix in it!

MERROW: This question of parental involvement is an important one. The argument I hear is that parents -- because they're parents -- because they are their children -- somehow know best. Now, let me try for an analogy. You've also got a car. It's your car. You know it best. Does that mean that you should be the one who should repair it, or would you take it to someone who's a licensed, certified mechanic?

7th PARENT: All right now, you take your car that your mechanic has never seen, and you drive it daily, right? The mechanic sees it for an hour. If you take your car into the shop and you hand it to the mechanic, he's gonna ask you what's wrong with it, isn't he? The same thing with your child ..."

MERROW: Title 1 parents, talking about the parent advisory councils.

BLAIR: Sometimes I think we lose sight of children when we discuss education. John talked with some children in a Title 1 program in New Orleans.

1st CHILD: "I want to be a teacher when I grow up."

2nd CHILD: "When I grow up, I want to be a nurse."

3rd CHILD: "When I grow up, I want to be a -- I don't know what I want to be!"

4th CHILD: (Oh, this is for radio!)

MERROW: When I grow up, I want to be an ice-cream maker.

5th CHILD: "You won't give me one ... free ice-cream!"

6th CHILD: "I hate school. I just hate school ..."

7th CHILD: "I hate school, too, but it's good to go."

8th CHILD: "I hate to get up in the morning."

9th CHILD: "My name is Betty Alice Norton, and I'd like to be a teacher or a window cleaner."

10th CHILD: "My name is Cornell Kyle, and I want to be a policeman."

11th CHILD "My name is Kevin Smith. I like spelling, reading and math, and I'm in the fifth ..."

12th CHILD: "I know why Nettie, you don't like the worst thing, because she just knows -- because she don't know how to read good ..."

13th CHILD "My name is Howard, and I wanna work at the hotel."

14th CHILD "How does she do it?"

MERROW: At this hotel?

13th CHILD: "No ... on St. Charles Street."

MERROW: Everybody wants you to say why you like school or why you don't like school.

TEACHER: "I love school because I love children, and I'm from a family -- we had a big family. I have 11 sisters; 10 sisters, rather, and 5 brothers. And a hundred and some-odd nieces and nephews, and about 20 grand-nieces and grand-nephews, and I've been around a lot of people all my life, and I love life and I love the children, and I hope they love me!"

ALL: Yea!

HAROLD MELVIN & BLUE NOTES: "Wake up everybody, no more sleepin' in bed
No more back to thinking -- time for thinking ahead
The world has changed so very much
From what it used to be
There's so much hatred, war and poverty ...

Wake up all the teachers -- time to teach a new way
Maybe then they'll listen to what you have to say
They're the ones who's comin' up
And the world is in their hands
When you teach the children
Teach them the very best you can ...

The world won't get no better
If we just let it be
The world won't get no better
We got to change it now --
Just you and me ..."

("Wake Up Everybody", sung by Harold Melvin and the Blue Notes)

MERROW: Parental involvement varies widely from school to school, and state to state. Here are two reports -- one from Columbia, Missouri; and one from Charleston, West Virginia. Fred Diambrosi's report focuses on the problems of getting parents involved in Title 1 in Columbia.

FRED DIAMBROSI

DIAMBROSI: The assistant superintendent for instruction at Columbia's public schools -- Hank Steer -- is in charge of the Title 1 programs. Title 1 regulations require parent involvement in these programs, and it is part of Steer's job to get them involved. Steer says Columbia is using parent councils to achieve this goal, and he says the system isn't working too well.

HANK STEER

STEER: This will vary with the different schools, but we have not gotten as much parent involvement as we would like to have.

DIAMBROSI: Steer's assessment of Columbia's parent committees is shared by Mary Turner, a reading instructor in one of Columbia's Title 1 programs. Turner says she isn't aware of what the committees are supposed to be doing.

MARY TURNER

TURNER: I know they meet, and that's all I know about them. There's supposed to be a certain number of parents from each school building; I don't know -- that's all I know about it.

DIAMBROSI: You never have to report to them?

TURNER: No -- I don't even know who they are.

DIAMBROSI: But Turner says she thinks Columbia's Title 1 classes are working well -- even without parent input. Linda Romig is a member of Columbia's Title 1 Parent Advisory Council.

LINDA ROMIG

ROMIG: At the present time, we are getting organized, so we don't have a very definite number -- I would say there are about twelve parents that are regular right now.

DIAMBROSI: I interviewed one teacher, and she just wasn't even aware of what PAC's do, or if one existed. She knew that it was part of the Title 1 rules, but she just didn't know anything about it. Are you trying to establish contacts with teachers?

ROMIG: We are beginning to. It had been a little hard to get parents interested at first, but in the last couple of meetings, we have been very encouraged. A parent who has a child in programs such as this, many times feels like, "Well, there's something wrong with my child because he's in special reading or in a special-type class" -- and when you associate with other parents, you find that they come from all income groups and from all levels in society.

DIAMBROSI: Mrs. Romig says if parents don't get involved, the Title 1 programs could wither away.

BLAIR: Fred Diambrosi, Station KBIA, Columbia, Missouri. Tom Burger reports on a Title 1 reading clinic in Charleston, West Virginia, where there's much more parental involvement.

TEACHER: "Look at that word very carefully. Do you see many words written without vowels?"

CHILD: "Yea" ...

TOM BURGER

BURGER: I tiptoed into a small room, which I was told was the Title 1 reading clinic. I was careful not to disturb the four or five children who were already busy. I soon forgot the discomfort of the first-grade chair I perched on, as I watched those tiny young faces intent upon learning.

RECORDING: "Hopalong Hightower and his sister, Hope, were the most American of all the children in their school They were American Indians."

BURGER: The children worked individually -- in different parts of the room. One little boy donned earphones, and listened to a story while pictures flashed on a miniature screen. Another youngster mouthed vowel sounds, as he shuffled through cards with letters on them. The children knew how to use the materials, but their teacher -- Mrs. Alfred Lee Armstrong (she told me to call her "Al") and an aide, spent time with each student -- sometimes praising, sometimes instructing. This particular group of students has only twenty-five minutes a day in the reading clinic.

TEACHER: "Let's look at this work right there."

TEACHER: "What kind of work is that?"

CHILD: "Compound ..."

TEACHER: "Compound -- right. That's a very good job. Do you want to cut that out, and put it in your folder?"

CHILD: "Yea ..."

TEACHER: "And then you can continue that tomorrow ... but it's time for spelling now ..."

BURGER: When the class period had ended, I had many questions for Al -- and her students -- but only a short time to ask them, because more kids were on the way.

MRS. ARMSTRONG:

ARMSTRONG: I attempt to find out first, what the child needs -- and that is done through a diagnostic test.

BURGER: Are there problems you find with children, as far as reading is concerned, that can't be corrected in a reading clinic such as this one -- for instance, things that might have to do with the home situation or other things.

ARMSTRONG: Yes, you do. Then, that means that you have to have a conference with the parent and try to work out some type of strategies for working with the child, between the home and the school. And we have done that kind of thing, too; we have had parents to come in -- both of them -- for conferences, and talk to them about what we suspect is holding this child back from achieving in reading.

BURGER: What kinds of reactions do you have from parents? What has been your experience?

ARMSTRONG: Here? Nothing but good! So far, you know ... the parents will usually say, "I'm glad my child is here", and if there is a question that they have been sort of apprehensive, they'll come in and talk to me, and after we've talked and we've discussed the child's problems and what he needs to do and where the home stands, where the school stands, then, it's all been very favorable. So, the parents do subsidize our program beautifully.

BURGER: I understand you have bake sales, too.

ARMSTRONG: We have bake sales, we have dances, we have skating parties -- we have, you know, anything that goes.

BURGER: Do you have students that may not succeed in this program?

ARMSTRONG: Yes.

BURGER: What causes that lack of success?

ARMSTRONG: Well, we don't really know, and I don't want to say that it's learning disabilities and that kind of thing. Sometimes, I think, we tend to use those labels too much -- but, you know, this is remedial reading, and if a child has been in the program for any length of time, and you don't see progress, then you know that there has to be something, rather than just a remedial situation.

BURGER: I don't see any discipline problems here. Why?

ARMSTRONG: I can't answer that. I don't know. I think when kids are comfortable in working at their levels, there aren't any discipline problems -- frustration brings on anxiety, and anxiety brings on aggressive behavior, so, I mean, everything is right at the child's level, so he doesn't need to feel frustrated -- because he's doing what he feels good about. And as long as he feels good about it, and he's achieving, he's no problem.

BURGER: "Well, what do you do with your teacher in the reading room?"

1st CHILD: "I do a RPG, and ... "

BURGER: "What's "RPG" stand for?"

1st CHILD: "It's where you put this sheet of paper on this paper, and you take a pencil and write, and it's -- you answer the questions on it."

BURGER: "How does that help you? Do you feel it helping you? "

1st CHILD: "Yea."

BURGER: "What does it help you do better?"

1st CHILD: "Makes me learn -- helps me learn, and stuff -- learn how to comprehend, and other stuff ... "

BURGER: "When you feel yourself learning to comprehend better, how does that make you feel?"

1st CHILD: "It makes me feel good about it."

BURGER: "How about your folks -- what do they think about the whole thing?"

1st CHILD: "Well, they like it, too. They're glad I'm doin' good in school."

BURGER: "What do you learn in this class?"

2nd CHILD: "I learn how to ... I learn my ABC's, and plus I learn how to work a filmstrip."

BURGER: "Do you enjoy the class?"

2nd CHILD: "Yea."

BURGER: "What do you like about it?"

2nd CHILD: "'Cause it's fun ..."

BURGER: The children I talked with were anxious to get on with their reading activities. I let them go, and turned to thank their teacher

for her hospitality. She was already busy with one of the students.

TEACHER: "You have the first part, now ... say it ..."

BURGER: I had learned that each moment with the child learning to read is precious to Al. I smiled and waved. She raised her head -- and still mouthing 'A-E-I-O-U' -- nodded good-bye.

TEACHER: "... looks very much like powder dropping -- have you ever seen snow like that? It's very tight ... it's not big ..."

BLAIR: That report on a Title 1 program from Tom Burger of Station WVPB in Beckley, West Virginia.

PARENT: "Title 1 has enriched a lot of kids that ordinarily wouldn't have benefited if they hadn't had some type of program like that ..."

MERROW: That father thinks that Title 1 is effective. But for researchers and budget analysts and Congressmen -- more evidence is needed. Scores on standardized achievement tests are generally the accepted measure -- and here the results are mixed.

BLAIR: Eighty percent of the nation's sixteen thousand school districts now get Title 1 money, but not all of them use it for reading and mathematics programs.

MERROW: Title 1 money can be used to feed hungry children -- or for clothing, dental care, or other not really educational programs. After all, it's an anti-poverty program, too.

BLAIR: But that raises the question of whether poverty is too big a burden for schools to bear.

MERROW: The burden isn't likely to go away, and in reality, it may be greater. For one thing, education isn't getting any cheaper -- but there seem to be more children in poverty, and more children doing poorly in school. That doesn't mean, ipso facto, that more money for Title 1 and other compensatory education programs will change that. What it will mean is a major debate in Congress, because the Elementary and Secondary Education Act expires in June, 1978. For the next year and a half, Congress will debate what to do -- and the education interest groups will do their best to influence the new law.

BLAIR: Already the battle lines are forming, although everyone is holding back to see what President Jimmy Carter will do. Next week, we'll explore the politics of ESEA and Title 1, and we'll present some more research on its effectiveness, or lack thereof.

MERROW: Right now, reporter Tom Steward is living in a migrant camp in Florida, and the following week, we'll hear his special report on the education of migrant children. We hope you'll join us.

BLAIR: This special examination is being made possible, in part, by a grant from the Project on Compensatory Education of the Institute for Educational Leadership. Their grant allows us to distribute transcripts of this series free of charge. We'll give our address in a minute.

MERROW: Reports for this program came from Lloyd Gite, KERA, Dallas, Texas; Tom Burger, WVPB, Beckley, West Virginia; Fred Diambrosi, KBIA, Columbia, Missouri; and Bill Blackton, Los Angeles, California.

STEVIE WONDER: "We pledge allegiance
All our lives
To the magic colors
Red, blue and white ...

But we all must be given
The liberty that we defend
For with justice not for all men
History will repeat again ...

It's time we learned
This World Was Made for All Men ..."

("Black Man", sung by Stevie Wonder
ALBUM: SONGS FROM THE KEY OF LIFE)

BLAIR: We're also planning a special look at teaching in America, and we want you to get involved. If you were the "teacher's pet" or the teacher's pest, write us about yourself and that particular teacher. Then, we'll try to find the teacher and get her side or his side of the story.

MERROW: Here's our address: National Public Radio -- Education, Washington, D.C. 20036. A limited number of transcripts of this three-part series is available free of charge. The three cassettes cost ten dollars. Please ask for programs number 56, 57, 58.

BLAIR: And don't forget. We want to know whether you were the teacher's pet or the teacher's pest. The address again: National Public Radio -- Education, Washington, D.C. 20036.

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BLAIR: This series is produced by Jo Ellyn Rackleff. The Assistant Producer is David Selvin, with production assistance by Joan Friedenberg. The Executive producer is John Merrow. I'm Wendy Blair.

MERROW: This is NPR, National Public Radio.